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Siberia, who had formed in January a temporary government of autonomous Siberia and whose program was the reestablishment of law and order and the calling of a Siberian Constituent Assembly.

On September 21 President Wilson issued an appeal to the neutral governments of the world, reciting the campaign of mass terrorism and the wholesale executions to which the people of Moscow, Petrograd, and other cities were subject, and inquiring whether those governments would not be disposed to "take some immediate action, which is entirely devoid from the atmosphere of belligerency and the conduct of war, to impress upon the perpetrators of these crimes the aversion with which civilization regards their present wanton acts." At the same time documentary evidence was published by the committee on public information showing the Bolshevik government to be the paid agents of Germany both in respect to the November revolution and the conclusion of the Brest-Litovsk treaty and in respect to the proposed exploitation of Russian industries by Germany after the war.

**The Ukrainian and Finnish Peace Treaties.** While the negotiations at Brest-Litovsk were in progress between the Bolsheviks and the Central Powers, a separate peace treaty was signed with *Ukrainia* on February 9, 1918. Shortly after the outbreak of the revolution *Ukrainia* began to assert claims to autonomy, but showed little sign of desiring complete independence until the Bolsheviks demanded the abdication of the Rada at Kieff as not being representative of the proletariat. *Ukrainia*, being an agricultural rather than an industrial state, resisted the demand for the establishment of a Soviet government and on November 20 proclaimed itself an independent state, under the name of the Ukrainian People's Republic. On December 27 the new republic sent a special mission to Brest-Litovsk to conduct separate peace negotiations with the delegates of the Central Powers. For two weeks in January the Ukrainian delegates attended the general peace conference until the Petrograd Soviet declared war upon *Ukrainia* on January 26. This placed the German delegates in the position of having to give formal recognition to the independence of *Ukrainia*, which it did on February 9 in spite of the capture of Kieff by the Bolsheviks the day before.

The provisions of the treaty, while generous in respect to the territory assigned to the new state, in particular handing over to it *Kholm*, which had been regarded as Polish for more than six centuries, are exacting in their demands upon the resources of the country. Article VII pro-

vides for the reciprocal exchange of the more important surplus supplies of agricultural and industrial products, in a quantity and at a price to be fixed by a joint commission. In carrying out this article, which was relied upon to furnish the German people with a reserve food supply, the German military authorities found it necessary to overthrow the Rada and to occupy and administer a large part of the Ukrainian territory. Further, Article VII provides that certain parts of the Russo-German treaties of 1894 and 1904 be continued in force, and in particular provides by implication that Germany might claim the enjoyment of any preferential treatment which Ukrainia might grant to any country except one bordering upon her, thus offsetting the economic boycott foreshadowed in the Conference of the Allies at Paris in 1916.

Four days after the treaty of peace between Russia and the Central Powers was signed, Finland concluded a separate treaty with Germany. As in the case of Ukrainia the treaty with Finland carries with it a recognition by Germany of the independence of the country, and again as in the case of Ukrainia the recognition of the independence of Finland by Russia is complicated by the character of the *de facto* government. The Finnish Diet which proclaimed the independence of the country in December, 1917, was bourgeois in character and was supported by the "White Guards," a military organization which had been formed after the revolution in Russia to assist the national militia in maintaining order. In January, 1918, the Finnish Socialists overthrew the "bourgeois" government and established a Socialist Workmen's Republic, after the model of the Soviet Republic of Russia. But though sympathetic with the Soviet government of Russia the Finnish Socialists were advocates of secession, and they succeeded in concluding a treaty with Russia early in March, 1918, by which the All-Russian Soviet recognized the independence of the Finnish Republic and entered into close relations of friendship with it, stipulating in particular that there should be free intercommunication between the two countries by land and sea, and that the citizens of each country when in the other country should enjoy the rights accorded to its own citizens.

While this treaty was being concluded between the "Red" elements of the two countries, the deposed "bourgeois" government of Finland concluded a treaty of peace with Germany on March 7. This brought the German army to the support of the White Guards in their struggle with the Red Guards, and by the middle of April Helsingfors, the capi-

al, was in the possession of German and Finnish troops. Thereafter Germany used its army of occupation to enable it to obtain an increasing control over the economic resources of the country and to bring pressure upon Finland to establish a monarchical form of government. The treaty of peace, besides providing for the conclusion of certain treaties to replace those formerly in force between Germany and Russia, and for the reestablishment of private (German) rights injuriously affected by the war, stipulates that the fortifications on the Aland Islands shall be demolished and that the islands shall be regulated in respect to their military and shipping conditions by a special agreement between Germany, Finland, Russia and Sweden. In this latter respect the treaty endeavors to allay the fear of Sweden lest the strategic position of the islands be a constant menace to her safety, a similar servitude having been imposed upon Russia by the treaty of Paris of 1856.

**The Roumanian Peace Treaty.** The treaty between the Central Powers and Roumania marks another step in the policy of German domination over her conquered enemies on the eastern front. On March 5 a preliminary treaty was signed at Brest-Litovsk which was followed by the Peace of Bucharest of May 6, 1918. Apart from the demobilization of the Roumanian army and the evacuation of Austro-Hungarian territory occupied by it, the provisions of the final treaty deal chiefly with cessions of territory, economic relations, and the regulation of the navigation of the Danube. On the first point Roumania cedes to Bulgaria that part of the Dobrudja which fell to her as a result of the Treaty of Bucharest of 1913. The rest of the Dobrudja north of the Bulgarian frontier and east of the Danube Roumania cedes to the "allied powers" (Central Powers) as a body, with the proviso, however, that the latter "will undertake to see that Roumania shall receive an assured trade route to the Black Sea by way of Tchernavoda and Constanza." The condominium thus set up over northern Dobrudja will give Germany control of the pipe line running from the oil fields to Constanza. The frontier of Roumania on the west is to "undergo rectification in favor of Austro-Hungary" as indicated on an annexed map, which appears to surrender to Austria-Hungary the ridges of the Carpathians with their virgin forests, state property of Roumania and estimated as worth half a billion dollars. In return for the loss of the Dobrudja and for the rectification of her western frontier Roumania was to be compensated by the annexation of the southern part of Bessarabia. This cession was not, however, provided for in the treaty of